

Message Text

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INFO OCT-01 SS-14 ISO-00 AID-10 IGA-01 AGR-03 CIAE-00

INR-11 NSAE-00 RSC-01 EB-03 COME-00 H-01 TRSE-00

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MC-02 ACDA-10 DRC-01 /080 W
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R 202144Z SEP 74

FM AMEMBASSY QUITO

TO SECSTATE WASHDC 2540

S E C R E T SECTION 1 OF 3 QUITO 6223

LIMDIS

E.O. 11652: GDS

TAGS: EAIR, PFOR, EC

SUBJ: AID POLICY TOWARDS ECUADOR

REF: A. STATE 197229; B. QUITO 6074

1. SUMMARY. PROVIDED BELOW IS THE PRELIMINARY ACTION PLAN REQUESTED IN THE REFTEL THAT WE PROPOSE TO SUBMIT TO THE GOE FOR NEGOTIATION ONCE WE HAVE RECEIVED AID/W APPROVAL. IT INCLUDES A GRANT PROGRAM FOR OBLIGATION IN FY 74 (\$1.8 MILLION) AND TOTAL EXPENDITURE BY JUNE 30, 1976 RESTRICTED TO A CONTINUATION OF PRESENT ONGOING ACTIVITIES IN AGRICULTURE, EDUCATION AND HEALTH. THE GRANT PROGRAM IS TO BE FOLLOWED BY A SINGLE TC LOAN COVERING ALL THREE SECTORS (\$3 MILLION) FOR OBLIGATION IN FY 75 WITH FULL DISBURSEMENT BY THE END OF FY 77. A SIMILAR DONATION/ LOAN COMBINATION IS ALSO PROPOSED FOR PL 480 TITLE II COM-MODITIES. AS EXPLAINED, USAID PERSONNEL REQUIREMENTS WILL FLOW FROM THE NATURE OF THE FINAL PACKAGE WE ARE ABLE TO NEGOTIATE AND HENCE A MORE PRECISE SCHEDULE OF THE PHASE DOWN WILL BE SUBMITTED SUBSEQUENTLY. END SUMMARY.

2. INTRODUCTION: IN LIGHT OF INSTRUCTIONS PROVIDED REF-
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TEL A WE HAVE CAREFULLY REVIEWED OUR PROGRAM TO ASCERTAIN:

A. WHICH PROGRAMS WOULD COME TO A REASONABLE AND LOGICAL TERMINAL POINT WITHIN THE TIME PERIOD PROJECTED FOR CONTINUING GRANT AND CONCESSIONAL LOAN FUNDING;
B. WHICH ONGOING GRANT PROJECTS WE ARE REASONABLY CERTAIN WILL BE INSTITUTIONALIZED WITHIN THE GOE, THEIR REQUIREMENTS AFTER 6/77 FULLY INCORPORATED INTO THE GOE BUDGETARY PROCESS, AND THEIR CONTINUED IMPLEMENTATION CARRIED OUT ENTIRELY WITH GOE'S OWN TECHNICAL CAPABILITIES OR THROUGH REIMBURSABLE TECHNICAL ASSISTANCE; AND
C. UPON THE BASIS OF THE ABOVE WE HAVE ATTEMPTED TO PREDICT WHAT WOULD BE THE MOST SALEABLE PACKAGE FOR THE GOE IN LIGHT OF THEIR PRIORITIES AND ANALYSIS OF THEIR OWN DEVELOPMENT NEEDS.

3. FOR PURPOSES OF INFORMING THE GOE AND SUBSEQUENTLY NEGOTIATING THE TRANSITION PACKAGE WE HAVE DECIDED THAT ONE TC LOAN NEGOTIATED IN FY 75 FOR DISBURSEMENT IN FY 76 AND FY 77 WOULD BE BOTH MORE SALEABLE AND MORE MANAGEABLE THAN SEPARATE LOANS FOR THE VARIOUS SECTORS. THIS SINGLE LOAN WILL INCLUDE AGRICULTURE, HEALTH AND EDUCATION ELEMENTS.

4. THE REFTTEL ENJOINED US TO RESTRICT THE LOAN PROPOSAL TO EXTERNAL COSTS AND WE HAVE ATTEMPTED TO DO SO. BUT SOME FLEXIBILITY IS NEEDED. THIS IS PARTICULARLY TRUE IF WE ARE TO INCLUDE SUPPORT OF ACTIVITIES SUCH AS FAMILY PLANNING WHERE CERTAIN LOCAL COSTS MAY BE REQUIRED. WE WILL ATTEMPT TO MINIMIZE THESE, RESTRICTING THEM TO EXTRA BUDGETARY EXPENDITURES FOR INNOVATIVE, RISK-TAKING ACTIVITIES FOR WHICH IT MAY BE DIFFICULT TO SECURE GOE FUNDING. NO FORMAL EDUCATION AND NUTRITION, AND TO A LESSER DEGREE PERHAPS OTHER PROJECTS, CONTAIN SIMILAR ELEMENTS. WE PROPOSE A CEILING IN THE LOAN OF \$300 THOUSAND FOR THIS PURPOSE.

5. ON THIS BASIS WE HAVE PREPARED AND THIS MESSAGE TRANSMITS THE REQUESTED PRELIMINARY ACTION PLAN (REF A) FOR PHASING OUT BILATERAL CONCESSIONAL ASSISTANCE TO ECUADOR BY 6/77 THAT WE PROPOSE TO NEGOTIATE WITH THE GOE. THE PLAN IS OBVIOUSLY SUBJECT TO MODIFICATION SINCE IT REQUIRES ACCEPTANCE THROUGH NEGOTIATION BY THE GOE. ONCE THE PLAN

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IS APPROVED BY AID/W THE AMBASSADOR AND MISSION DIRECTOR PROPOSE TO INFORM THE FOREIGN MINISTER OF THE NEW AID DIRECTIONS AND THEN PROCEED TO NEGOTIATE THE TRANSITIONAL AID PROGRAM WITH THE MINISTRY OF FINANCE, THE NATIONAL PLANNING BOARD, IF REQUIRED, AND THE INDIVIDUAL TECHNICAL MINISTRIES. SINCE PRACTICALLY ALL OF OUR ONGOING PROGRAMS ARE ON A CALENDAR YEAR BASIS IN ACCORDANCE WITH THE GOE FISCAL YEAR, AND BECAUSE OF HOLIDAYS AND LOCAL CELEBRATIONS DECEMBER IS

A LOST MONTH IN ECUADOR, WE NEED TO BEGIN THE PROCESS SOONEST IN ORDER TO NEGOTIATE AND SIGN PROAGS FOR FY 75 IN OCTOBER AND NOVEMBER 1974 AND SUBMIT OUR IRR AS SOON AS POSSIBLE, HOPEFULLY BEFORE JANUARY 1975, IF DISCUSSIONS WITH THE GOE PERMIT.

6. USAID DIRECT HIRE AND PERSONAL SERVICES CONTRACT (PSC) PERSONNEL: ON THE BASIS OF THE PROPOSALS PRESENTED BELOW USAID IN CY 1975 DOES NOT PRESENTLY ENVISAGE RELEASING ANY DIRECT HIRE OFFICERS OR PSC CONTRACTORS PRIOR TO THE END OF THEIR PRESENT TOUR. HOWEVER, CERTAIN OFFICERS WOULD NOT NEED TO BE REPLACED AT THE END OF THEIR NORMAL TOURS.

7. AS WE MOVE INTO THE ENTIRELY LOAN FINANCED OPERATION IN CY 1976, AND THE FIRST HALF OF CY 77, THE PROGRAM AND CAPITAL DEVELOPMENT OFFICERS COULD BE COMBINED WITH PRIMARILY A MONITORING FUNCTION AND THE EXECUTIVE AND CONTROLLER'S OFFICES LIMITED TO ONE US DIRECT HIRE EACH. BY CY 1977, THE DIRECTOR'S OFFICE COULD BE LIMITED TO THE DIRECTOR AND A US SECRETARY IF AN EXPERIENCED OFFICER HEADS UP THE PROGRAM OFFICE/CAPITAL DEVELOPMENT OFFICE WHO CAN ACT IN THE DIRECTOR'S ABSENCE.

8. PERSONNEL WILL CONTINUE TO BE REQUIRED IN THE THREE TECHNICAL DIVISIONS (AGRICULTURE, EDUCATION AND HEALTH) TO WORK WITH THE LOAN FUNDED TC PROGRAMS AS THEY HAVE DONE ON A GRANT BASIS. THEY WILL BE PHASED DOWN AND EVENTUALLY PHASED OUT BY MID-77, WITH THE POSSIBLE EXCEPTION OF NARCOTICS AND REQUIREMENTS FOR REGIONAL PROGRAM MONITORING. NARCOTICS PERSONNEL WILL BE RETAINED TO IMPLEMENT THE CONTINUING GRANT NARCOTICS PROGRAM. ONCE THE PROPOSED PROGRAM HAS BEEN NEGOTIATED WITH THE GOE A
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SPECIFIC US STAFFING PROPOSAL WILL BE SUBMITTED.

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FM AMEMBASSY QUITO

TO SECSTATE WASHDC 2541

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LIMDIS

9. IT IS DIFFICULT AT THIS TIME TO PROJECT A PRECISE SCHEDULE FOR THE REDUCTION IN THE ECUADOREAN DIRECT HIRE STAFF. IF THE PROGRAM IS NEGOTIATED WITH THE GOE AS PROPOSED, NO IMMEDIATE REDUCTION WILL BE REQUIRED BUT A LONGER TERM PLAN WILL THEN BE WORKED OUT BALANCING NEEDS OVER THE PHASE OUT PERIOD WITH EQUITY AND FAIRNESS TO THESE EMPLOYEES, SOME OF WHOM HAVE CONTRIBUTED FAITHFUL SERVICE TO THE USG FOR OVER TWENTY YEARS. STEPS ARE ALREADY BEING TAKEN WITH THE OTHER ELEMENTS OF THE US MISSION TO ASSURE THAT USAID EMPLOYEES ARE GIVEN FULL CONSIDERATION FOR VACANCIES AS THEY ARISE.

10. THE REQUIREMENTS FOR USAID PHYSICAL FACILITIES AND OTHER SUCH EXPENSES WILL BE REDUCED OVER TIME AND, AGAIN, A MORE PRECISE PROJECTION WILL BE SUBMITTED AFTER NEGOTIATIONS WITH THE GOE. HENCE OUR MISSION OPERATING BUDGET (MOB) REQUIREMENTS FOR FY 75 REMAIN AT \$1.6 MILLION AND ARE TENTATIVELY ESTIMATED AT \$1.4 MILLION FOR FY 1976.

11. PL-480, TITLE II: PER REFTEL A (PARA C) WE ARE AWAITING FURTHER GUIDANCE ON THE PL-480, TITLE II. IT WOULD BE EXTREMELY DESIRABLE THAT THIS ARRIVE PRIOR TO OUR BEGINNING OUR
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NEGOTIATION WITH THE GOE. THEY WILL UNDOUBTEDLY ASK WHAT OUR PLANS ARE RE THIS RESOURCE. AS AID/W IS AWARE, WE HAVE TAKEN ACTIVE AND SUCCESSFUL MEASURES TO COORDINATE TITLE II WITH OUR GRANT NUTRITION ACTIVITIES AND THOSE OF THE MINISTRY OF PUBLIC HEALTH. WE BELIEVE PL-480 PROGRAM SHOULD PHASE OUT AT THE END OF FY 77, NOT FY 76 AS STATED IN REFTEL. THIS WOULD MEAN THAT ALL PROGRAMS WOULD PHASE OVER TO THE GOE AT THE SAME TIME. WE PROPOSE THERE-

FORE THAT FY 75 AND FY 76 COMMODITIES BE CONTINUED ON A GRANT BASIS BUT WITH A 20 PERCENT REDUCTION EACH YEAR AS WE RECOMMENDED TO AID/W IN THE FBS. FOR FY 77 THERE WOULD BE A TITLE I LOAN WITH TERMS SIMILAR TO THE TECHNICAL ASSISTANCE LOAN. WE WOULD NEGOTIATE THE ABOVE PACKAGE AT THE SAME TIME AS THE TECHNICAL ASSISTANCE LOAN. IF THE GOE ELECTED NOT TO ENTER INTO A LOAN ARRANGEMENT THE PL-480 FOOD PROGRAM WOULD TERMINATE AT THE END OF FY 76. BECAUSE TITLE II COMMODITIES ARE FOODSTUFFS USED TO FEED THE NEEDY AND REDUCE MALNUTRITION WE FEEL THE FY 77 CHANGE OVER DATE IS WARRANTED IN LIGHT OF PRESIDENT FORD'S SEPTEMBER 18 PLEDGE TO BOTH ASSIST COUNTRIES IN GROWING THEIR OWN FOOD BUT TO INCREASE FOOD SHIPMENTS TO NATIONS IN NEED.

12. HOUSING INVESTMENT GUARANTEE (HIG): WE WOULD ALSO LIKE GUIDANCE, IF POSSIBLE, ON FUTURE HIGS PRIOR TO PRESENTING OUR PROPOSED PACKAGE TO THE GOE. WHILE THE HIG PROGRAM IS NOT AS CLOSELY RELATED TO OTHER PROGRAM ACTIVITIES AS IS THE TITLE II, IT WOULD BE USEFUL TO BE ABLE TO OFFER THIS ADDITIONAL RESOURCE AS A REINFORCEMENT OF OUR BARGAINING POSITION.

13. PROPOSED ACTION PLAN: WE SHALL REQUIRE FY 1975 GRANT FUNDS TOTALLING \$1.8 MILLION (EXCLUDING MOB). THIS BREAKS DOWN AS FOLLOWS: \$900 THOUSAND, FOR EDUCATION AND HUMAN RESOURCES (EXCLUDING WHATEVER FY 75 FUNDS ARE NEEDED TO TERMINATE PUBLIC SAFETY ACTIVITIES), \$650 THOUSAND FOR POPULATION AND HEALTH INCLUDING NUTRITION, \$200 THOUSAND FOR AGRICULTURE AND \$50 THOUSAND TO COVER SDAA (SPECIAL DEVELOPMENT ACTIVITY AUTHORITY). IT SHOULD BE NOTED THAT OUR FY 75 GRANT PROPOSAL IS CONSIDERABLY LESS THAN THE \$2.5 MILLION OBLIGATED IN FY 74 AND ALSO THE \$2.6 INCLUDED IN THE FBS FOR FY 75. THIS REDUCATION RESULTS NOT ONLY FROM THE POLICY OUTLINED IN PARA 1

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ABOVE, BUT ALSO FROM THE FACT THAT ONLY OBLIGATIONS WILL BE MADE THAT WE ESTIMATE CAN BE FULLY EXPENDED BY JUNE 30, 1976.

14. OF THE \$3.0 MILLION LOAN PROJECT WE PLAN TO NEGOTIATE WITH THE GOE TO UTILIZE ROUGHLY \$2.0 MILLION TO FINANCE ONGOING PROJECTS THROUGH JUNE 30, 1977. THE BALANCE OF \$1.0 MILLION WILL FINANCE THE EXTERNAL COSTS OF INTEGRALLY RELATED COMPLIMENTARY ACTIVITIES WITHIN THE FIELDS OF USAID CONCENTRATION. THIS COULD INCLUDE EXPANSION OF SECTOR ANALYSIS TO SECONDARY LEVEL, ORGANIZATION AND MANAGEMENT IN THE MINISTRY OF AGRICULTURE, AN EVALUATION OF THE MINISTRY OF HEALTH MCH SUPPLEMENTAL FEEDING PROJECT AND OTHER ACTIVITIES TO BE NEGOTIATED WITH THE RESPECTIVE MINISTRIES. HENCE, THE FINAL LIST WILL DEPEND ON THE OUTCOME OF NEGOTIATION WITH GOE DURING THE DEVELOPMENT

OF THE IRR AND THE LOAN PROJECT. FOLLOWING IS A BRIEF
DESCRIPTION OF OUR ONGOING PROJECT IMPLEMENTATION PLANS
FOR THE NEXT THREE FISCAL YEARS.

15. EDUCATION: THE TWO PRESENT PROJECTS, PRIMARY EDUCATION AND
NON FORMAL, WILL BE FOCUSING ON LEAVING A CORPS OF TEACHER
AND SUPERVISORY TRAINERS AND MATERIALS IN THE PRIMARY FIELD,
COMPLETING THE PRIMARY SECTOR ANALYSIS, AND INSTITUTIONALIZING
WITHIN THE MINISTRY OF EDUCATION (MOE) THE NON FORMAL
LEARNING TECHNIQUES AND MATERIALS DEVELOPED TO DATE. USING
THE UNIVERSITY OF NEW MEXICO CONTRACT (UNM), THE MOE CORPS
OF TRAINERS WILL BE EXPANDED, IN PRE-SERVICE, IN-SERVICE
AND SUPERVISOR TRAINING, FROM 34 TO 52. ADDITIONALLY, THE
UNM CONTRACT TEAM IN COLLABORATION WITH MOE COUNTERPARTS
WILL CARRY OUT 100 WORKSHOPS INVOLVING 5,000 TEACHERS,
DIRECTORS AND SUPERVISORS. THE COMPLETION OF THE SECTOR
ANALYSIS WILL FURNISH THE MOE WITH FINDINGS AND IDEAS ON
HOW TO INVEST THEIR RESOURCES MORE EFFICIENTLY IN MODERNIZING
PRIMARY EDUCATION. IT SHOULD ALSO SERVE AS A MODEL TO OTHER
COUNTRIES DESIRING TO UNDERTAKE A SECTOR ANALYSIS. THE NON
FORMAL PROJECT TO DATE HAS DEVELOPED A NUMBER OF EFFECTIVE
TECHNIQUES IN BRINGING LEARNING AND PARTICIPATION IN THE

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FM AMEMBASSY QUITO
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S E C R E T FINAL SECTION OF 3 QUITO 6223

LIMDIS

DEVELOPMENT PROCESS TO CAMPESINOS. THE MOE WITH CONTINUED TA FROM UNIVERSITY OF MASSACHUSETTS (UM) SHALL EXPAND ITS CAPACITY TO REPRODUCE THESE INSTRUMENTS, TO DEVELOP NEW ONES AND EXTEND THEIR USE TO OTHER FIELDS SUCH AS AGRICULTURE, NUTRITION AND HEALTH THEREBY SERVING AS A VEHICLE FOR IMPROVING THE LIFE OF THE RURAL MAN INCLUDING THE INDIGENOUS POPULATION. FUND REQUIREMENTS ESTIMATED TO CARRY OUT ABOVE ACTIVITIES ARE \$900 THOUSAND GRANT FUNDS AND \$1.4 MILLION OF THE PROPOSED \$3.0 MILLION LOAN PROJECT.

16. POPULATION AND HEALTH: THE MISSION IS NOW DRAFTING A REVISION TO THE POPULATION PROP RESPONDING TO AID/W RECOMMENDATIONS. AS CONTAINED IN AID/W'S COMMENTS ON OUR PROP SUBMISSION (STATE 076417 AND STATE 117667), THE THRUST OF OUR EFFORTS OVER THE NEXT THREE FISCAL YEARS IS TO SHIFT THE FINANCING OF CORE COSTS TO THE MINISTRY OF HEALTH AND TO CONCENTRATE OUR ASSISTANCE ON INCREASING ACTIVE CONTRACEPTORS FROM A CURRENTLY ESTIMATED 51,000 NOW CONTRACEPTING TO 138,000. WE HOPE TO ACHIEVE THIS TARGET WITH A NUMBER OF COORDINATED ACTIVITIES INCLUDING A NATION-WIDE FAMILY PLANNING MASS MEDIA AND IE & C PROGRAM, CAMPAIGNS TO INFLUENCE DECISION-MAKERS UTILIZING RESEARCH STUDIES SUCH

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AS THE SCRWM SHAH REPORT AND THE GE TEMPO, EXPANSION OF THE QUITO AND GUAYAQUIL POST PARTUM FAMILY PLANNING SERVICES TO APPROXIMATELY 20 HOSPITALS LOCATED IN SMALLER CITIES.

17. AGRICULTURE: OUR TWO PROJECTS ESSENTIALLY SUPPORT LOANS 032, 033 AND PROVIDE SOME ASSISTANCE FOR A DIRECTED AGRICULTURAL CREDIT PROGRAM. AS NEEDED, SHORT-TERM CONSULTANTS ARE BROUGHT IN TO FURNISH TECHNICAL ASSISTANCE IN FARM PLANNING, GRAIN STORAGE, AGRICULTURAL EQUIPMENT, MARKETING, ETC. ANOTHER ASPECT IS WORKING WITH COOPERATIVES IN A PROGRAM OF IMPROVING RURAL LIFE. WHAT WE ARE ATTEMPTING TO DEMONSTRATE TO THE MINISTRY OF AGRICULTURE IS THE VALUE OF AN INTEGRATED SOCIO-ECONOMIC APPROACH IN HELPING THE CAMPESINO. WE ALSO HOPE TO DEMONSTRATE THAT THE CAMPESINO CAN BE KEPT ON THE FARM THROUGH UPGRADING OF HOUSING, ESTABLISHING COMMUNITY CENTERS, HEALTH CLINICS, SMALL INDUSTRIES, TRAINING AND CONSTRUCTION OF ACCESS ROADS. OUR ASSISTANCE COMPLEMENTS THE EFFORTS OF INDIVIDUAL CAMPESINOS, COOPERATIVES, THE NATIONAL HOUSING BANK, PROVINCIAL AUTHORITIES AND THE MINISTRY OF AGRICULTURE. OUR NEGOTIATION WITH THE GOE SHOULD SURFACE RELATED COMPLIMENTARY ACTIVITIES. USAID PARTICIPATION IN BOTH PROJECTS IS PROJECTED TO TERMINATE BY JUNE 30, 1976 INASMUCH AS BOTH LOANS WILL BE FULLY DISBURSED BY THEN. HENCE WE ONLY REQUIRE GRANT FUNDS IN THE AMOUNT OF \$200 THOUSAND; SOIL FERTILITY IMPROVEMENT PROJECT WHICH WE ASSUME WOULD NOW BE FUNDED REGIONALLY IS EXCLUDED FROM

THIS AMOUNT.

18. SPECIAL DEVELOPMENT ACTIVITIES AUTHORITY (SDAA):
WE SHALL OBLIGATE \$50 THOUSAND TO FINANCE SMALL HIGH
IMPACT COMMUNITY SELF-HELP PROJECTS WHICH GIVES THE U.S. SUBSTANTIAL
POLITICAL MILEAGE FOR LITTLE INVESTMENT. WE BELIEVE THE AVAILABILITY
OF THESE FUNDS IS EXTREMELY IMPORTANT TO CONTINUE TO SHOW OUR DIRECT
CONCERN FOR THE MARGINADOS DURING THE PHASE OVER PERIOD.

19. ACTION REQUESTED: APPROVAL OF ACTION PLAN STARTING IN PARA-
GRAPH 13 ABOVE AND ADDITIONAL GUIDANCE ASKED FOR IN PARAGRAPH 11
AND 12 IS REQUESTED. ADDITIONALLY, WE REQUIRE FOR THE SECOND
QUARTER FY 75 AN ALLOTMENT OF \$1.8 MILLION AND \$210 THOUSAND FOR
MISSION OPERATING BUDGE. DETAILED CABLE ON REQUESTED ALLOTMENTS
FOLLOWS.

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